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ABSTRACT

This document delineates an evaluation framework developed for the Commonwealth Scholarship and Fellowship Plan (CSFP) of Great Britain. Three separate instruments were recommended: (1) a report that describes the plan, highlights the past year's activity, and summarizes important data; (2) a triennial report that incorporates a modified version of the data sets of the current year's annual report, analyzes longer-term trends, and responds to the needs of ministers of education and administrators; and (3) a centralized tracking system for scholars that permits evaluation of the long-term impact of the plan. The report identifies data requirements needed for CSFP evaluation, along with data management and reporting issues. An evaluation framework chart identifies evaluation issues, indicators, and data sources relevant to program objectives (achievement of the plans's overall objectives and objectives pertinent to evaluating the effectiveness and efficiency of operations and outcomes of the awarding countries and nominating countries). Appended materials include definitions of terms of reference, a bibliography, a list of organizations consulted, a list of acronyms and abbreviations, suggested contents for the annual and triennial reports, suggested data fields for the CSFP alumni database. (SW)

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COMMONWEALTH SCHOLARSHIP AND FELLOWSHIP PLAN

An Evaluation Framework for the Plan

(Performance Indicators, Data Requirements and Reporting)

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A Study Conducted for the Commonwealth Secretariat

August 1994

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EXECUTIVE SUMMARY

The Third Ten Year Review (3TYR) was conducted during 1993. Among the recommendations of the review committee were several (nos. 15 - 17; paras. 37, 39, 49, 65, 68, 72-77) related to the annual report, the gathering of data about the plan, and the development of performance indicators which would assist in evaluating the success of the Plan in achieving both its immediate and long term objectives. This study and report are a direct response to these recommendations.

The methodology of the study proceeds from an examination of the over all goals and purposes of the Plan to the development of a systematic evaluation framework. This framework consists of a structured list of evaluation issues and Plan objectives, explicit performance indicators for each, and the identification of supporting data needed for measurement of these indicators, together with recommendations about how each type of data should be gathered and reported.

While the time and resources allocated to the study precluded widespread consultation, the consultant was able to draw on the excellent foundation laid through earlier consultation, studies and reports, most notably the work of the 3rd Ten Year Review Committee. Access to this rich body of documentation made an effective study possible without the need to burden CSFP administrative agencies with yet another survey that would have mainly revisited ground covered earlier. It was also possible to consult, on a limited scale, with several organizations that play a central role in the Plan, or who possess valuable experience in the administration of similar programs.

In operational terms, our principal recommendation involves major changes to the Annual Report. In its present form the report would disappear, to be replaced with three separate instruments:

> A streamlined annual report, presenting a general description of the Plan, highlights of the past year's activity, and summaries of the most important data. The report would be targeted at a broad external public, to raise their awareness of the Plan, enhance its profile, and generate public support.
>
> A triennial report, prepared prior to each Commonwealth Ministers of Education Conference, which would incorporate modified versions of the data sets of the current annual report, analyze longer term trends, and present the analysis in a form appropriate to the needs of ministers, senior officials and Plan administrators.

A scholars' database, which would build on the data gathered through the Tracer Survey and build up a centralized tracking system on scholars and their subsequent careers, in order to permit evaluation of the long term impact of the Plan and its contribution to the objectives of both awarding and nominating countries.

A detailed description of these three instruments, and the relationships between them and the content of the current annual report, is provided. As well, the evaluation framework itself, presents the types of data that needs to be gathered, organized in relation to the Plan objectives, goals, or issues that require evaluation.

Implementing this new approach to the gathering, maintenance and reporting of data will require new resources, as well as a renewed commitment to close cooperation between central coordinating and reporting bodies, and the Plan administrators in each participating Commonwealth country. Implementing the database, in particular, will incur a one time cost for set-up and the initial data entry. We recommend that the new procedures for data gathering and reporting be disseminated to Plan administrators through a series of regional workshops. After these one time expenditures, however, the costs under the new approach should not be radically different from those incurred, at all levels, at present.

While data gathering must ultimately be carried out at the country level we emphasize that the analysis and reporting of data in support of evaluation of the Plan should reflect its Pan-Commonwealth nature. Annual reports, triennial reports, and the database should therefore all be managed, implemented and maintained on a central basis, on behalf of all Commonwealth member states on an equitable basis.

Collectively, implementation of the recommendations would put into operational form many of the proposals that have been advanced by various reviews and studies over the past decade: the Temple report on improving take-up, the Tracer Study, and the 3rd Ten Year Review.

I. INTRODUCTION

1 The third Ten Year Review of the Commonwealth Scholarship & Fellowship Plan (CSFP) occurred in 1993. In their report, the review committee made specific recommendations (secs. 74 - 77) about the annual report and its content as well as the development of performance indicators. Such indicators, they hoped, would assist Plan administrators, funding agencies, and governments to assess more thoroughly the degree to which the Plan is meeting its objectives, as well as the efficiency and effectiveness of its implementation.

2 This study and report have been prepared in response to the specific recommendations (nos. 16 and 17) discussed in paragraphs 75 and 76 of the review committee's report. It has two related purposes:

2.1 To recommend on the most appropriate data (its gathering, management and reporting) for monitoring, evaluation and planning purposes.

2.2 To make recommendations for performance indicators that would assist all those concerned with the Plan to make informed judgements about its efficiency and effectiveness.

In this report, we refer to these purposes collectively as "evaluation of the Plan" with the understanding that individuals or particular agencies may emphasize some aspects more than others - giving rise to a variety of both focused and broad monitoring and evaluation exercises. Given the diversity of the Commonwealth, this is inevitable, indeed healthy. To provide for this multiplicity of needs, however, requires us to address the full sequence of data gathering, managing, analysing and reporting, both at the country and central levels. We also address the need for development of a cumulative database on individual Commonwealth scholars and fellows.

The full terms of reference are attached to this report as Appendix 1.

3 To address these two purposes adequately, the study is based on a logic that begins with the Plan itself and an examination of its goals, purposes, and modes of operation as they have evolved over the past 35 years. From these the appropriate evaluation issues can be derived, identifying those aspects of the Plan which warrant monitoring on either a regular or a sporadic basis. This permits the definition of specific indicators and the supporting data that would be used for evaluation

purposes. Finally, decisions need to be made about how each body of data should be collected, maintained and reported, and what sort of analysis of the data would be useful. This logic is reflected in the evaluation framework (section V. of this report).

4 These matters cannot be separated from the mechanisms used for reporting the data. We have concluded that many problems in the approach used at present derive from the incorporation of very detailed data sets into the Annual Report. An integral part of our recommendations deals with the replacement of the Annual Report in its present form by a different set of reporting procedures, and, in particular, moving detailed data reporting and analysis onto a three year cycle.

5 Fortunately the first steps necessary for the present study have already been carried out by others. There is a rich body of documentation (listed in Appendix 2 of this report) that defines with clarity the Plan's evolving goals and purposes, and its modes of operation. Various reports also describe the various expectations of Commonwealth leaders, ministers of education, funding agencies, and CSFP administrators. This cumulative record's most recent addition is the report of the Third Ten Year Review Committee (1993). The report effectively sums up the Plan's achievements to date, analyses areas where growth or improvement might be explored and surveys comprehensively the major evaluation issues. The Committee's careful work has greatly simplified the task of preparing a systematic evaluation framework for the Plan.

6 In addition to the debt owed to the Ten Year Review Committee, the consultant would like to acknowledge the assistance and advice provided by selected organizations and individuals associated with the Plan, or experienced in the management of scholarship programs. The scope of this study and the time and resources committed to it, did not permit extensive consultation. Fortunately, given the body of documentation available and the thorough work of the Ten Year Review Committee, most of the information required for the study was already available. Additional broad consultation would only have served to put an additional burden on CSFP administrators and agencies, revisiting ground already covered in the surveys conducted prior to the Ten Year Review last year. Nevertheless, the limited discussions and correspondence with those listed in Appendix 3 yielded a number of very useful ideas and suggestions.

II. GOALS AND OBJECTIVES OF THE CSFP

7 Any attempt to develop performance indicators must be explicitly based on a clear concept of the desired outcomes or performance that are to be monitored. This in turn should be rooted in the particular goals and objectives of the Plan. This is not a trivial matter, given the complexity of the Commonwealth and the diversity of developmental and educational goals among its membership. It is nevertheless the case that during the 33 years of the CSFP's operation there has been a remarkable continuity and consistency about the over all purposes of the Plan among Commonwealth states. The five general principles set out in 1959 still provide a satisfactory basis and framework within which the various bilateral arrangements can be defined with appropriate flexibility. We summarize these principles here. A more detailed discussion of their current status and relevance can be found in the report of the Third Ten Year Review.

7.1 The Plan should be additional to, and distinct from, any other Plan already in operation.

7.2 The Plan should be based on mutual cooperation and sharing of educational experience among all the countries of the Commonwealth.

7.3 The Plan should be sufficiently flexible to take account of the diverse and changing needs of the countries of the Commonwealth.

7.4 While the Plan should be Commonwealth-wide, it should operate on the basis of a series of bilateral arrangements to allow for the necessary flexibility.

7.5 Awards should be designed to recognise and promote the highest standards of intellectual achievement, as well as of technical and professional performance and have regard to any expressed manpower or development needs of nominating countries. (The latter part of this principle was added pursuant to a recommendation of the second Ten Year Review).

8 These five general principles lead to a great variety of goals and objectives for the CSFP. These vary from immediate objectives to very long term goals and intended results. For example, it is clearly of immediate concern that individual

awards be allocated and administered in a timely, fair, and efficient way. At the other end of the scale, throughout the history of the Plan there has been a continuous commitment to the long term goals articulated at the 1959 Commonwealth Conference: both to foster a set of "common ideals" and community within the Commonwealth and to contribute to the creation of a body of "men and women of high intellectual promise who may be expected to make a significant contribution to life in their own countries on their return from study overseas." The evaluation framework we propose spans this range between immediate effectiveness and long term results and impacts.

9 Our analysis of evaluation issues also reflects the complexity of the Plan as a single Commonwealth mechanism that is implemented through a set of bilateral arrangements. This duality means that objectives, performance indicators, and evaluation must be conceived at two levels:

9.1 The Plan, as a single Commonwealth mechanism, has goals and objectives as discussed above, against which its over all performance should from time to time be evaluated. The results of these evaluations should be of particular interest to senior Commonwealth officials, and meetings such as the periodic conferences of Commonwealth Education Ministers.

9.2 Each particular bilateral arrangement reflects specific goals and objectives of the participating Commonwealth countries. While these reflect and are consistent with the general goals and objectives of the Plan, in most instances they go further and reflect the particular circumstances of the countries involved. Both the awarding countries and the nominating countries have an interest in periodic evaluation to determine if their specific objectives are being achieved.

10 As noted, the Third Ten Year Review has conducted a careful examination of the Plan's current status. The committee has noted, in particular, particular issues which need further study, and areas where monitoring or evaluation of the Plan's effectiveness has been difficult or impossible because of the lack of suitable data. Our report pays particular attention to such areas, and makes specific recommendations for new approaches to the gathering, maintenance, analysis and reporting of such data.

11 The first two columns of the evaluation framework in section V. provide a detailed list of the specific objectives and evaluation issues that we feel are of greatest importance. These are set forth in relation to the specific indicators and types of data that would permit appropriate evaluation to occur.

III. DEVELOPING A SYSTEMATIC EVALUATION FRAMEWORK FOR THE PLAN

12 As noted above, evaluation of the Plan can take place in many forms, for a number of different purposes, by different organizations. A complete list of those interested in evaluation of various aspects of the Plan would include governments of individual Commonwealth states and their departments and agencies (particularly Ministries of Education and of Manpower, and funding agencies); administrative bodies charged with implementation of the Plan in a particular country; universities, both as hosts of scholars and as home institutions of award holders; national bodies such as Committees of Vice-Chancellors; regional or sectoral associations (for example, regional associations of universities); and finally multilateral bodies such as the Association of Commonwealth Universities and the Commonwealth Secretariat itself. For our purposes, however, we can simplify the discussion to simply two levels: "Commonwealth-level" or the Plan as a whole, and "country-level" or specific to a single country participating in the Plan.

13 While the Plan, as a multilateral scheme implemented through a series of bilateral mechanisms, is unusual, it is not unique. There are points of similarity with the Fulbright Program which, though an initiative led by the U.S. government, is implemented through a series of bilateral agreements with other countries. Many of these are jointly funded by the two partners and bear some comparison with individual bilateral components of the CSFP.

14 Reporting and evaluation of the Fulbright Program is entirely distinct at the two levels. The Canada - U.S. exchange mechanism, for example, produces its own annual report: an attractive document of about 25 pages. This is used primarily as a publicity and fund-raising tool, although it also satisfies the legal requirements for a not-for-profit corporation and, as such, contains audited financial statements. The Fulbright Program as a whole is monitored by the BFS (the Board of Foreign Scholarships) which meets quarterly and reports from time to time to the US government.

15 While separating reporting at the two levels has attractive features (notably the ease of tailoring reports to the interests of a particular audience), we do not recommend it for the CSFP, for two reasons. First, we believe that everyone who comes into contact with some aspect of the Plan should be reminded of its Pan-Commonwealth nature. The importance of annual reports in informing of what other countries, not just one's own have done, cannot be over estimated. Second, given the very uneven distribution of resources throughout the Plan, there would be a very real

danger of encouraging even further the concentration of awards among a very few donor countries. Reporting should assist in broadening the scope and participation in the Plan, rather than narrowing it. We therefore recommend that reporting of the Plan should be carried out for the Plan as a whole. While individual national agencies who administer programs under the Plan will need to submit various reports as part of their responsibilities, we envisage such reports being essentially internal documents. The public perceptions of the Plan should be strengthened through mechanisms and instruments of a Pan-Commonwealth nature.

16 The proposed evaluation framework must therefore cover both levels: the Commonwealth Plan and the individual bilateral programs. Indeed, a key issue is the division of responsibility for data collection and management between a central authority (on behalf of the Plan as a whole) and agencies operating at the national level. Both have crucial roles to play, and coordination between the two levels is essential.

17 The evaluation framework of Section V. is divided into five sections: the first deals with generic or global issues pertinent to the Plan as a whole, and is the largest part of the framework. The remaining four sections deal with issues relating to the sending and receiving of scholars, and the administration of the Plan at the country level. It is important to realise, however, that much of the data supporting the performance indicators in these sections, although gathered locally, will need to be maintained centrally, rather than at the country level. The five sections are as follows:

17.1 Achievement of the Plan's Global Objectives. In this section of the framework we deal with issues related to the effectiveness of the Plan as a whole, its scope, design and development. The largest part of the framework, this section would provide the structure from which evaluation reports on the Plan could be developed.

17.2 Awarding Countries: Effectiveness. Both the governments that institute awards and the universities and other institutes that host scholars, have definite interests in the Plan's success as measured by the achievement of the scholars holding their awards. This section deals with issues and indicators that measure the achievement of those results desired by awarding countries.

17.3 Awarding Countries: Efficiency. Here we deal with the administration of the Plan by agencies responsible for the final selection, placement

and maintenance of scholars nominated through the Plan. In detail, the material may be of the most interest to the government bodies that fund the awards. Over all trends, however, should be of broader interest.

17.4 Nominating Countries: Effectiveness. Nominating countries select their candidates on the basis of particular expectations and goals, often related to projected personnel needs or particular development requirements. The Plan's success, for them, includes the contribution that award holders will make during their future careers. This section lists indicators to measure the Plan's effectiveness in fulfilling the expectations of nominating countries.

17.5 Nominating Countries: Efficiency. Smooth operation of the Plan depends initially on the process of publicising the Plan and a call for applications; the selection of nominees from among the applications received, and the transmittal of nominations to the Awarding countries' agencies. This part of the framework involves indicators for assessing these administrative processes of the nominating countries.

18 Obviously there is considerable overlap between these sections. In many cases a particular issue may relate to more than one of these five categories. To minimize duplication, we have identified each issue and the related indicators only once, and placed it within the category where its relevance seems to be the greatest. Often this is a fine judgement and perhaps involves a degree of arbitrariness. For example, the issue of improving the take up of awards has been placed in the category of Awarding Countries: Efficiency, since non take up clearly impacts on the over all cost-effectiveness of the awards in that country. However, it is an issue that is clearly of interest to all associated with the Plan, and remedial action may well involve nominating as well as awarding countries.

19 It is also important to realise the difference between short term and long term evaluation issues. Virtually all the data in the current annual report is oriented to the current state of the Plan: how many new awards, in what subjects, how many scholars, and so on. Nearly all this data is of the "head-counting" type. However, a number of reports have identified the need for increasing the amount of "results-oriented" evaluation. In many respects the current form and content of the Annual Report contribute rather little to the understanding of how effectively the Plan is reaching its objectives. In fairness it needs to be recognized that evaluating the impact of scholarship programs (or more generally any projects designed to increase the

stock of trained personnel) is a notoriously inexact and at best long-term undertaking. We feel that it is indeed appropriate for the Annual Report to focus on the immediate issues of volume and flow. Long Term effectiveness of the Plan as a whole should be analyzed and reported by other means.

IV. DATA REQUIREMENTS: THEIR MANAGEMENT AND REPORTING

20 Meeting all the data requirements to support the performance indicators identified in the evaluation framework represents a major increase over the data gathering currently conducted in production of the Annual Report. Careful judgements will have to be made as to what is feasible, given the complexities of coordinating data gathering and reporting among CSFP agencies in some fifty Commonwealth countries.

21 As well, we are well aware of the limited resources that are, or are likely to become, available for such activity. Issues of cost-effectiveness cannot be ignored, and for each indicator, Plan officials should ask whether the cost of gathering the related data is justified by its potential value. Assessments about the future availability of resources go beyond the scope of the current report. We have attempted, however, to frame our recommendations in as economical a form as possible. If the resources available do not permit the implementation of the recommendations in their entirety, incremental change should still be possible, even within the current resource envelope.

22 It seems clear that for many monitoring and evaluation purposes, the statistical data changes so slowly that annual data reporting is not really justified. Certain types of data only accumulate or change in a meaningful form during time periods greater than one year. Individual CSFP administrative agencies need to view the gathering and maintaining of appropriate data for their country as a continuous process and an integral part of their administrative functions. However, the gathering and processing of data by a central Commonwealth authority should be related directly to the uses to which the data will be put. We therefore propose that such data gathering and reporting should be divided into three different time frames:

22.1 An annual data gathering exercise, used to collect the information presented in the CSFP Annual Report. We propose that this report should be somewhat briefer than at present, with the resulting reduction in the scope of annual data reporting and the related burden that it places on CSFP agencies. A much briefer Annual Report would also be of interest to a wider audience than the present document and thus become a useful tool for increasing the Plan's profile and visibility. Indeed, we recommend that this should be its principal focus.

22.2 A comprehensive data gathering, analysis, and reporting exercise aimed at producing a "triennial" report on (roughly a three year cycle. The data and analysis would be somewhat greater than that currently produced in the Annual Report. This triennial report would be produced prior to each meeting of Commonwealth Ministers of Education.

Although a three year cycle is not perhaps accurate in every instance, we refer to this as the "Triennial Report" in what follows. This report would be designed to meet the need, articulated in the 3TYR (for example paras. 75-76), for more detailed reporting and analysis to identify long term trends in the Plan's evolution, as well as some evaluation of the Plan's success in meeting its objectives. As such it would be of particular interest to Ministers and other government officials as well as those directly involved in the Plan's administration.

22.3 A centrally maintained, computerized database of CSFP "alumni", based on data updates received annually from CSFP administrators (when an award is taken up and when a scholar completes the award program), and subsequently from alumni themselves. This would be the chief tool for "impact analysis" and similar studies of the Plan's long term effectiveness and its contribution to both national and Commonwealth-wide goals.

Each of these is discussed in more detail below. As well, in Appendix 8 we list each of the components currently in the Annual Report, indicating where they would be relocated in the scheme being proposed.

ANNUAL REPORT

23 Moving the detailed data gathering and analysis to a triennial report would permit the current content of the Annual Report to be significantly reduced and sharpened in focus. Various reports, most recently the 3TYR, have stressed the importance of maintaining and even increasing the public profile and visibility of the Plan. We recommend that the Annual Report, be re-oriented with this objective clearly in mind. Targeted at a broad external audience, the Annual Report should publicize important messages about the Plan: its scope, its successes, its importance and the contribution it makes to strengthening both the Commonwealth itself and the

human resources of participating Commonwealth states. The target audience would no longer be the policy makers and officials who are already familiar with the Plan. It would shift to the external bodies: governments, funding agencies, educational institutions and associations, scholars, students and the general public, whose understanding and support for the Plan need to be strengthened.

24 The format and style, as well as the content, of the Annual Report would need to be completely redesigned to support this new approach. Attention should be given to effective layout, with photos, graphics, etc. Inset boxes with short items on significant achievements of former CSFP awards holders would add interest to the report and highlight the Plan's contribution to long term objectives.

25 Major analysis of the status of the plan would be deferred to the Triennial Report. The Annual Report would focus on the awards held in the year, and highlight significant new developments and "success stories". It would present global, rather than particular data, using graphics rather than tables where appropriate.

26 In its new form, the Annual Report would begin with an overview which summarizes the nature of the Plan, its history and objectives. A narrative report on the current year would follow, including brief tables and graphs that show the scope and breadth of the Plan. It should highlight any significant developments such as new forms of award being introduced, or changes in member states' participation. Short "vignettes" on significant accomplishments of previous award holders would add impact.

27 The country-by-country narrative reports on Plan administration would be omitted as a distinct section of the Annual Report, but would appear instead in the Triennial Report. Any significant developments, such as a country initiating new awards, should nevertheless be highlighted in an overview section at the beginning of the report. While the country reports in their present form are clearly of interest, their inclusion in annual reporting creates several problems. In many instances there is little change from year to year. A number of countries fail to provide reports at all, even after strenuous follow up efforts by the ACU. A three year reporting cycle would seem to be more appropriate for identifying country-specific trends and issues, as well as lessening the reporting burden on CSFP agencies.

28 An introductory message from a very senior Commonwealth leader would add stature to the report and contribute to the Plan's prestige and the raising of its profile. Such a message might well come from the Secretary-General, or if possible, HM the Queen, as Head of the Commonwealth.

29 Appendices listing CSFP scholarships and fellowships, and CSFP agencies (Appendices IV, V, and VI in the current annual report) would remain. However, the detailed descriptions of the terms of each award could be removed. Such detailed information does not, we believe, belong in the annual report. This would have the effect of significantly reducing the size of the current appendices IV and V. Detailed listing of the terms and conditions of each award should be maintained in an up-to-date form by the Commonwealth Secretariat for distribution to all agencies as an annual up date to the administrative handbook. However, in order that readers of the report may obtain further information in their own country, the detailed list of CSFP administrative agencies, with postal addresses, telephone, Fax, Telex and Telegram numbers or addresses, should be retained in the Annual Report.

30 A recommended set of contents for the Annual Report is attached as Appendix 6 to this report. Examples of how some of the data could be summarized in graphical form are also included in this appendix.

TRIENNIAL REPORT

31 The Triennial Report would be designed to address many of the evaluation issues identified by the Third Ten Year Review Committee. These include a number of areas currently in the Annual Report, as well as additional types of information about the Plan's development and effectiveness:

- Gender disaggregated data
- Age disaggregated data
- Data about non take up of awards
- Data about success or completion rates
- Data about the distribution of subjects studied
- Data about the time taken to complete a program
- Data about return rates, and retention rates
- Data about the efficiency and cost-effectiveness of awards administration, in both nominating and awarding countries.

Wherever possible, analysis of trends should be presented in terms of time-series bar charts or other graphical means.

32 The intended audience for the triennial report is primarily the senior officials, administrators and policy makers who will guide the Plan's growth and development. It should answer their need for comprehensive data to support both the assessment of

the Plan as a whole as well as its contribution to particular national objectives. Reflecting the Commonwealth's diversity, this means that the report will necessarily have to contain a large amount of data. As in the present Annual Report, detailed tables should be relegated to an appendix. The body of the report should provide an analysis of the data, indicating any trends and where possible illustrating these with graphs or bar charts for the relevant time-series.

31. An executive summary of 2 - 3 pages is of critical importance if the report is to catch the attention of senior government officials.

33 The Triennial Report would contain individual country reports that would perhaps not be too dissimilar from those currently in the Annual Report. However, we would hope that, by preparing these on a three year basis, countries could present a more dynamic description of the importance of the Plan for their country, its impact to date, and future directions and priorities that are envisaged.

34 The Triennial Report would contain data similar to that in the tables of the annual report in its present form. However, more analysis and conclusions from the data should be drawn, and the following specific suggestions for modified data gathering and analysis should be noted:

34.1 Age disaggregated data, such as that currently in tables 6a and 6b should be presented in five-year bands. At present the aggregate "over 28" category does not permit any analysis of the perception that the Plan is evolving toward the service of older and more mature scholars from many countries. It would be helpful to further present the data for each 5 year band in gender-disaggregated form, in order to determine whether the "aging scholar" phenomenon, if real, involves a gender component.

34.2 The gender disaggregation of data reflected in the current annual reports, should be retained, and in some instances (noted in the evaluation framework) expanded.

34.3 Awarding countries should provide data for the triennium on the number of awards not taken up, and for the average length of tenure of an award. Over time it should be possible to present an analysis showing, for each awarding country, whether these parameters are changing.

34.4 The analysis by level of study (currently in tables 7a and 7b of the Annual Report) would be more useful (3TYR para. 39) if the categories were

revised to reflect, first of all whether the program is being pursued at a university, hospital, Research Institute, or College. University programs should be further disaggregated. In particular, the category "higher degree" should be disaggregated into (at least) 3 categories: "Master's Degree (course work)", "Master's Degree (research", and "Ph.D. Degree". (See the Evaluation Framework for a suggested scheme).

34.5 The analysis by subject of study (currently in tables 8a and 8b) should be refined by disaggregating "Social Studies" (currently the largest category) by breaking out education, business and management studies, and (perhaps) law as separate categories. The second largest of the current categories is "Technology" and it might also benefit from disaggregation.

34.6 Data on completion of awards, including "success rates" as an indicator of the Plan's standards, should be reported by awarding countries.

35 In moving the comprehensive data reporting and analysis to a three year cycle, there is a real danger that CSFP administrators responsible for data gathering in individual countries might postpone the comprehensive data gathering exercise required for the Triennial Report until the third year. If careful records have not been kept, complete and accurate data for the preceding two years might by then be difficult to obtain. Successful implementation of the recommended approach will require that they approach the gathering and management of CSFP data as an ongoing task, to be carried out on a continuing basis in order to present a complete and accurate data set to the compilers of the Triennial Report.

36 It is clear that some central guidance, in the form of data formats (perhaps a software package) and their use and scheduling, would be necessary. We recommend that a training workshop for CSFP administrators be developed to launch any such new approach to data management and reporting. These workshops could perhaps best be implemented on a regional basis.

COMMONWEALTH SCHOLARS' DATABASE

37 A central objective of the Plan is the contribution it makes to meeting any "expressed manpower or development needs of nominating countries." More broadly, the Plan's effectiveness in the longer term rests in large part on the contribution which Award holders make to their countries and to the Commonwealth, and on the success that they achieve in their careers subsequent to their CSFP-supported studies.

There is little if anything in the data currently gathered that permits any assessment of this area. Tables 8(a) and 8(b) present data on current scholars analyzed by subject of study, but the usefulness of this data for impact analysis is minimal. After all, nominating countries presumably know of any particular manpower needs and reflect this in their nominations. Table 8(b) thus provides them with no additional information about the degree to which the Plan has assisted them in meeting particular needs.

38 What is of greater interest is the longer term picture. What contribution do award holders make in subsequent years? The Tracer Study (1986-89) provides the only serious attempt to grapple with such questions. Yet the need to monitor this level of effectiveness on a continuous basis has been identified repeatedly, most recently by the Third Ten Year Review Committee (paras. 65, 76). In order to do this, there is no realistic alternative to the creation of a Scholars' Database.

39 The final report of the Tracer Study (1989) recommended that the data gathered on individual scholars be computerized as a "live record of as many former Commonwealth Scholars as it has been possible to trace from the first 25 years of its history", and analyzed the benefits and uses of such a database. Annual Reports currently list all new scholars, giving (if available) the name, nominating country, institution of tenure, and subject being studied.

40 We recommend that this information should be used as the starting point for a cumulative database on Commonwealth scholars and fellows, that would be maintained centrally and provide an up-to-date directory of both current and past award holders. This would give substance to recommendations which have been made on several occasions - not only in the Tracer Study, but also in Commonwealth Ministers of Education Meetings and meetings of CSFP administrators. The lists of new award holders would no longer appear in Annual Reports. However, such information could be provided from the database to appropriate officials in both nominating and awarding countries.

41 Earlier recommendations on this issue have usually been targeted at the country level. They have proposed that each nominating country maintain data banks on returning Commonwealth Scholars. Experience to date, however, demonstrates clearly that such an approach has virtually no chance of success on the scale required. There are strong arguments for a centrally-maintained database: consistency and comprehensiveness through a single point of management, equal access for all Commonwealth countries, and (not the least) cost effectiveness and the economies of scale. The arguments made above for centralized rather than country level reporting

(para. 14) apply even more strongly here. Any decentralized approach would tend, we feel, to exacerbate the already skewed distribution of resource inputs into the Plan.

42 If it should prove impossible to commit central resources to the management of a single Scholar's database for all Commonwealth Award holders, a second alternative would be to devolve this task to the awarding countries. In that case each would maintain a cumulative database on the scholars who have held its awards. It would be important to reach agreement on the structure of the database and matters such as access and data-sharing. Ideally all awarding countries should participate in a common effort, with a common data structure. Various issues: of coordination and of maintenance of data, of equitable resource allocation, as well as the clear economies of scale, all dictate that a single centrally managed database would be highly preferable to this alternative.

43 Regardless of whether the database is implemented centrally or dispersed through awarding countries, there would be a substantial one-time expenditure to support the costs of design plus the inputting of data from prior years. We would recommend that data input should begin with the information connected through the Tracer Study. The most significant impact of the Plan will be evident through scholars who held their awards more than a few years ago. The alternative of starting the data base with current data would limit its usefulness for some years. There should be a major effort to include whatever information is available from other sources (such as the listings in Annual Reports of new scholars) as well as the Tracer Study. However, it is inevitable that the coverage of the database will be far from complete. While comprehensive data should be a goal, the failure to achieve it should not seriously effect the usefulness of the database for many important purposes. Over time, the degree of coverage will inevitable improve.

44 The first step would be the data base design, based on an appropriate and uniform set of data fields. Decisions as to what fields are appropriate should be made on the basis of long term needs and usefulness rather than on the basis of what data is presently available. For any particular scholar, a number of fields may be blank either because they are irrelevant or because the information is unavailable. This will be especially true for retrospective data going back to the Tracer Study. For current and future scholars, however, every effort should be made to keep the fullest possible record. A suggested set of data fields for the database is attached as Appendix 7 of this report.

45 Initial data input would involve the following three sources of information, in decreasing order of priority:

45.1 "Current Data": Records of scholars who are currently holding awards or who are completing awards in the current year. These records should be reasonably complete, and lay the foundation for a very useful database in future years. This part of the data entry step would be repeated in future years. The next two data entry components, in contrast, would be one-time-only operations.

45.2 "Tracer Study Data": Records of scholars who were identified through the tracer study. While these records will not contain all the information desired in the data base, they will still be very important. As these scholars are now established in their careers and have retained an interest in the CSFP that was demonstrated through their response to the Tracer Study, they are the obvious group for any measurement or evaluation of the Plan's impact in the next few years. (As noted in paragraph 43, data on current scholars will only be useful for impact studies in some years' time). Care would be necessary, of course, in the interpretation of any conclusions drawn from Tracer Study data, as this group of scholars is obviously a skewed sample. Once the Tracer Study respondents' records are in the database, "alumni activities" such as the mail-out of a newsletter (with a response coupon) could be used to up-date the information in a reasonably economical way.

45.3 "Post-Tracer Study Data": Records of scholars who completed awards prior to the data base implementation but after the Tracer Study. For many of these there will be little information beyond that recorded in CSFP annual reports: Name, Nominating Country, Awarding Country, Institution, Subject and Level of Study. Even these incomplete records would be useful in future for generating information about the distribution of subjects, levels, gender, etc., in different groupings of nominating or awarding countries, and the evolution of such data over time.

46 Once the data base has been implemented, we envisage that it could be used in a variety of ways:

46.1 Statistical analysis of the data could reveal the distribution of scholars between different subject areas and levels and the link between these and various occupational categories after the completion of awards; return and retention rates in the nominating country (which could be disaggregated by

area or level of study, gender, etc.); and, most importantly, the evolution of these types of parameters over time. Such studies might occur at a Commonwealth-wide level from time to time, such as future ten-year reviews. However, (and perhaps more importantly) individual countries or regions may wish to conduct such research on a more focused basis, in order to determine how the Plan responds to their particular Human Resource Development needs.

46.2 Identification of groups of individual scholars for post-award impact case studies or other forms of evaluative follow-up.

46.3 Identification of individual scholars in the event that new initiatives such as "refresher awards" (3TYR Report, para 66) were to be initiated.

46.4 Generation of mailing lists for "alumni activities", should the recommendations of the 3TYR committee (para 65) be implemented.

46.5 Providing information to government agencies in nominating countries to assist them in maintaining contact with their scholars.

46.6 Identification of individual expertise for use in various ways by CFTC, individual governments, etc. (see 3TYR para. 65).

47 We envisage a process which would be supported by a long term financial commitment from the Commonwealth Secretariat, as well as the country commitments from both nominating and awarding countries to provide the necessary data each year. After the initial set up of the database and the inputting of prior years' data there would be an annual data entry exercise. Initial data entry would occur when an award is taken up (data supplied by the awarding country administrator). There would be an update when the scholar finishes the program of study and/or returns home. Beyond this, there would have to be incentives to CSFP "alumni" to inform the database managers of such matters as change of address, change in employment, etc. Possibly the CSFP administrative agencies in some countries could assist in keeping this data current, but it is likely that former scholars themselves would have to bear the main burden of responsibility.

48 Incentives must be found which will serve to encourage former CSFP scholars inform the database managers of changes in address, employment status, or other variables which it is desirable to maintain current. In this regard, the suggestions of the 3TYR report (paras. 65-66) about alumni networks, newsletters, refresher

awards, professional support, etc. are all of considerable interest. Some combination of these services aimed at CSFP "alumni" could provide them with a strong incentive to keep their database information current. Conversely, without some such motivation, it is almost inevitable that the currency and quality of the individual's data would deteriorate rapidly following completion of the CSFP award.

49 There are legal issues related to accessibility to the database and the release of its contents. The secretariat should determine, through appropriate legal advice, the need for individual scholars to sign an appropriate form authorizing the release of information by the database administrators, perhaps limiting the range of officials to whom data on individuals can be provided.

V. THE EVALUATION FRAMEWORK

I. ACHIEVEMENT OF THE PLAN'S GLOBAL OBJECTIVES

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Growth and Scope of the Plan	Number of countries offering awards should increase. (3TYR, para. 40-41, 44-47)	Number of awarding countries.	**Table 10 (& others) in Annual Report**. Move to Triennial Report.	Time series data, perhaps presented in graphical form, would be useful in the Triennial Report to show the evolving scope and magnitude of the Plan. The number of countries offering awards would still be reported annually.
	Number of awards offered by awarding countries should be maintained or increased. (3TYR, para. 42)	Number of nominations invited, by country.	**Table 1 in Annual Report**. Move to Triennial Report; summarize in Annual Report.	The Triennial report could summarize this data as time series.
		Number of Awards held, by country.	**Table 5 in Annual Report**. Move to Triennial Report; summarize in Annual Report.	
		Number of Awards held in the awarding country during each of the five past years.	**Table 10 in Annual Report**. Move to the Triennial Report, extending the time span, and present in graphical form.	The significance of the five year total in this table in its present form is unclear since virtually all awards are for several years.

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OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Appropriate gender distribution of scholars.	While proportion of women has improved, their participation in CSFP still needs to be increased (3TYR, para. 35, 54-57)	Gender disaggregated data of number of applications, nominations, awards taken up, and awards held.	**Tables 2,3,4,5 in Annual Report.** Move to Triennial Report.	In the Triennial Report, data analysis showing evolution over time would be useful. If problems of year overlap in data can be solved, some analysis of supply/demand would be possible, on a gender-disaggregated basis.
		Gender disaggregated totals of awards held, in each awarding country.	**Table 6(a) of annual report.** Move to Triennial Report.	Data analysis showing evolution over time would be useful in the Triennial Report.
		Gender disaggregated totals of awards held, by scholars from each nominating country.	**Table 6(b) of annual report.** Move to Triennial Report.	
Appropriate age distribution of scholars.	Average age of scholar has been increasing (3TYR, para.36,37). Need to monitor age distribution carefully.	Age Disaggregated data on those holding awards, in each awarding country.	**Table 6(a) in Annual Report.** Move to Triennial Report.	3TYR suggests further disaggregation into five year bands. It would also be very helpful in analyzing gender issues to present age-disaggregated data for men and women separately.
		Age disaggregated data on those holding awards, from each nominating country.	**Table 6(b) in Annual Report.** Move to Triennial Report.	

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Appropriate level of awards.	Most awards are at "postgraduate" level, encompassing masters (course or theses) and doctoral programmes. Awards are "normally" for 3 years although typically, a doctoral program requires longer time than this. (3TYR, para 39, 51-53)	Data on awards held, disaggregated by level of study, for each awarding country.	**Table 7(a) in Annual Report.** Move to Triennial Report.	Suggest Categories be extended as follows: University courses: - First degree or diploma - Second first degree or post-graduate diploma - Master's degree (course work) - Master's degree (research) - Ph.D. degree. - Other university course Non-university course: Hospital Non-univ. course: Research Institute Non-univ. course: College Other non-univ. course. Gender disaggregation of the Table 7 data would be very useful.
		Data on awards held, disaggregated by level of study, for each nominating country.	**Table 7(b) in Annual Report.** Move to Triennial Report.	
Appropriate Distribution of Subjects studied.	Awards should address any expressed manpower or development needs of nominating countries. Awards should recognize high academic quality, on as wide a basis as possible. (3TYR, para 25)	Data on awards held, disaggregated by subject of study, for each awarding country.	**Table 8(a) in Annual Report.** Move to Triennial Report.	"Social Studies" account for 26% of all awards. The category is quite inclusive and it would be useful to break out "education", "business & management", and (perhaps) "law" as separate categories. (See 3TYR para 38). See also comments in para. 34 of this report. Gender disaggregation of the Table 8 data would be very useful.
		Data on awards held, disaggregated by subject of study, for each nominating country.	**Table 8(b) in Annual Report.** Move to Triennial Report.	

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OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Duration of Awards	3 years is "norm" but Ph.D. study typically takes at least four years.	Average length of award, by country. Average length of award, by level of study.	Data would have to be supplied by awarding country admini-strators for inclusion in the Triennial Report. Over time, data on this would also accumulate in the Scholars' Database.	Gender may be a factor in length of time needed to complete a program. Hence gender disaggregation of this data might be useful.
Quality of scholars	Awards are to "promote the highest standards of intellectual achievement". (3TYR para. 67-69)	Success rate in program for award holders.	Awarding agencies would need to collect this data for the Triennial Report. Perhaps recording reasons for each scholar NOT completing programs as well (e.g. financial, medical, family, academic, . .). Over time, data would accumulate in the Scholars' Database.	Need to define SUCCESS as completion of the course for which the award was given. The 3TYR (para 69) identified problems with Master's degrees awarded as partial completion or preliminary to PH.D. requirements. Duration of award is also a measure of the academic standards of the Program.
New Types of Award.	Action on various suggestions for extending CSFP through "New Modes of Expression" need to be monitored.	Brief quantitative descriptions of new types of award in their initial year.	Information submitted by the awarding country agency; information to be collected and maintained by the preparer of the Annual Report.	This would be a new section, highlighted in the introduction or overview section of the year's annual report. If no new types of award have been introduced, that fact should be reported.

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EVALUATION FRAMEWORK: II. AWARDING COUNTRIES: EFFECTIVENESS

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Adequacy of stipends	Inadequate stipends may reduce attractiveness of awards leading to non take-up; may interfere with successful completion of program.	Amount of stipend in relation to cost-of-living data.	Awarding country administrative agency. We suggest this data be maintained by awarding country agency for use when needed, but not to be included in standard reports.	Actual cost-of-living data from an objective source (e.g. government statistical bureau) would be more useful than the verbal reassurance that stipends are adequate. Such data would also facilitate taking local conditions into account when comparing stipends in different awarding countries.
		Comparison with stipends of other awards tenable in the same country.	Again, we suggest that the awarding country agency maintain this data for use when needed.	
Success Rate in Awards	Both cost effectiveness and concern for the high academic standards of the Plan suggest that the number of award holders who fail to complete programs for academic reasons should be extremely low.	Number of award holders failing to complete programs for academic reasons, as a % of total awards.	Data collected by awarding country and submitted for the Triennial Report. Useful data would also accumulate over time in the Scholars' Database.	

EVALUATION FRAMEWORK: III. AWARDING COUNTRIES: EFFICIENCY

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Improving take-up of awards.	Need to identify points where take up is a problem, and attempt to reduce the number of awards not taken up. (3TYR para. 48-49)	Number of awards taken up annually, by country.	**Table 4 in Annual Report**. Move to Triennial Report but summarize in Annual Report.	Analysis, in relation to the next indicator, should be in the Triennial Report.
		Number of awards not taken up annually, by country.	Data needs to be collected by awarding countries and submitted for the Triennial Report.	Neither this, or the total number of awards actually available in a given year, appear to be currently available. Available data does not relate the non-take up to particular nominating countries.
Speed of Processing Awards	Slowness of processing has been identified as a factor contributing to non take up.	Date nominations received from nominating agencies (this will in practice be a time interval stretching from the earliest to the last).	Awarding country agency should maintain this data for use when needed. Some general reporting might be included in the Triennial Report, particularly if there are any perceptions of problems in the time taken to process awards.	Scheduling the annual cycle of invitation, announcement, application, nomination, offer and take-up needs to continue to be carefully monitored and discussed in periodic Plan administrators' meetings.
		Date offers made.		
Cost of Processing Awards	Administrative costs should be minimized to funnel maximum resources to awards themselves.	Unit administrative costs (per nomination received, per award, per completed award, etc.)	Awarding country agency should maintain this data for use when needed.	

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Publicity, Awareness.	Public support for awards needs to be maintained, enhanced.	No. of Annual Reports Distributed.	Both the Commonwealth Secretariat (globally) and individual countries could monitor the public distribution of Annual Reports.	This assumes the Annual Report has been re-worked to function as a publicity and profile-raising tool for the Plan, as discussed in paras. 23-30.
		Expenditures on advertising, brochures, and other publicity materials. Anecdotal reports.	Awarding country agency should maintain this data for use when needed.	Measuring effectiveness in this area is notoriously difficult and expensive. Expenditures on publicity are a rather poor indicator, but have the data is available at little or no cost.

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EVALUATION FRAMEWORK: IV. NOMINATING COUNTRIES: EFFECTIVENESS

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Return Rate of Scholars	Scholars are expected to return to their countries and make a contribution to its development. (3TYR, paras. 61-63)	Number of scholars completing programs who return to their home country.	The Scholars' Database will build up a cumulative body of information on such indicators, which can be analyzed in Triennial Reports. Initial data will depend on awarding country agencies; subsequent updates from nominating countries and, particularly, from the scholars themselves. (See paras. 43, 45-46).	Some scholars delay return, others return shortly after completion and subsequently emigrate. This makes crude evaluation of return rates at the end of the award period a poor indicator. There is no substitute for long term tracking.
Retention Rate of Scholars	Scholars who do return may emigrate later, thus reducing the contribution of the Plan to their country's manpower needs.	Subsequent career path.		
Contribution Made by Scholars.	Career path of scholars should reflect the "value-added" of their CSFP studies.	Subsequent career path		

EVALUATION FRAMEWORK: V. NOMINATING COUNTRIES: EFFICIENCY

OBJECTIVE	EVALUATION ISSUES	INDICATORS	DATA SOURCES	COMMENTS
Plan should be visible and well-publicized.	Public awareness of, and support for the Plan needs to maintained, enhanced.	No. of Annual Reports distributed; expenditures on advertising, brochures, etc.	Plan administrators should gather and maintain this data.	
	Quality and quantity of applications should be appropriate.	Number of applications received for CSFP awards.	**Table 2 in Annual Report** (to be moved to Triennial Report).	Data problems related to overlap between reporting years need to be resolved.
The number of applications should be in a reasonable proportion to the number of nominations invited by awarding countries.	The number of nominations made should be appropriate, considering both the volume of applications and the number of invitations.	Number of nominations made to awarding countries.	**Table 3 in Annual Report** (to be moved to Triennial Report).	Data problems related to overlap between reporting years need to be resolved. If this is done, analysis in the Triennial Report of ratios of applications to nominations and of nominations to invitations, and the evolution of these ratios over time, would be useful.
	Ratio of applications to nominations.		Computable from Table 2 and Table 3.	If this indicator is too high in value it suggests some alternative means of soliciting applications should be sought.
Speed of processing applications.	Delays in submitting nominations to awarding country agencies create "ripple effects" in the subsequent administrative processes that create problems for scholars, administrators, and institutions and may negatively effect the takeup of awards.	Application Deadline. Date nominations sent to awarding country agency. Date nominations received by awarding country agency (in relation to their own deadlines).	Data should be maintained by CSFP agencies for use when needed and for analysis in the Triennial Report.	

VI. SUMMARY OF PRINCIPAL RECOMMENDATIONS

GENERAL RECOMMENDATIONS

1 Reporting should reflect the Pan-Commonwealth nature of the Plan and should therefore continue to be coordinated centrally. All participating countries, both nominating and awarding, should have equitable access to the reporting process.

2 The annual report in its present form should be replaced by three separate instruments: a new Annual Report, a Triennial Report, and a Scholars' Data Base, described in further detail through the recommendations that follow.

3 Resources should be identified to support the one-time expenditures of establishing the database, designing new data formats, and training Plan administrators in the new approaches to data gathering and reporting. Recurring expenditures should be carefully estimated in relation to the need for any new resources that would be required on a continuing basis.

THE ANNUAL REPORT

4 The new Annual Report should be designed as an informative, attractive publication aimed at a wide audience, for the primary purpose of raising the profile, visibility and understanding of the Plan as a whole.

5 The Annual Report should focus on matters such as the following:

5.1 An introduction and overview which provides a brief description of the Plan, and its history.

5.2 A narrative report for the past year which describes (using graphs rather than tables wherever possible) the over all magnitude and breadth of the plan through summaries of such variables as the number of awards and awarding countries, the number of nominating countries, the number of scholars, the distribution of subjects and levels being studied. The report should also describe any significant new developments such as new countries participating in the Plan or new awards being instituted. To give a sense of the Plan's long term impact, inset boxes with vignettes on past award holders of significance and their accomplishments should be included.

5.3 A summary list of the types of award currently being offered in each awarding country.

5.4 A list of the CSFP administrative agencies, by country, with address, phone, fax, telex numbers.

6 The possibility of an introductory message from a very senior Commonwealth leader such as the Commonwealth Secretary-General, or HM the Queen as Head of the Commonwealth should be explored. Such a message would add much stature to the Annual Report and assist in raising the Plan's profile.

THE TRIENNIAL REPORT

7 The Triennial Report should be produced prior to Commonwealth Ministers of Education meetings, with the primary purpose of presenting comprehensive data and analysis about the Plan for purposes of evaluation by senior officials, administrators and policy makers.

8 Generally, the Triennial Report would contain individual country reports and data similar to that in the tables of the annual report in its present form. However, more analysis and conclusions from the data should be drawn, and the following specific suggestions for modified data gathering and analysis should be noted:

8.1 Age disaggregated data, such as that currently in tables 6a and 6b should be presented in five-year bands.

8.2 The gender disaggregation of data reflected in the current annual reports, should be retained, and in some instances (noted in the evaluation framework) expanded.

8.3 Awarding countries should provide data for the triennium on the number of awards not taken up, and for the average length of tenure of an award.

8.4 The categories in Table 7 of the current Annual Report should be revised as follows:

University: first course or diploma
University: second first degree or post-graduate diploma
University: Master's Degree (course work)
University: Master's Degree (research)

University: Ph.D. Degree
University: other program
Hospital program
Research Institute program
College program
Other non-university program

8.5 The analysis by subject of study should be refined by breaking out education, business and management studies, and (perhaps) law as separate categories from Social Studies. The second largest of the current categories, "Technology" might also benefit from disaggregation.

8.6 Wherever appropriate, the Triennial Report should include time series analysis to show whether various important parameters of the Plan are changing over time. Areas where this would be particularly helpful are identified in the Evaluation Framework.

9 New types of data, identified in the Evaluation Framework, need to be gathered:

9.1 For each awarding country, the average length of an award, disaggregated by gender, level, and subject (page 22).

9.2 For each awarding country, success rates, and recording of the reasons for non-success (page 22); number of awards not taken up (page 24);

9.3 In all countries, processing times (page 24, page 27).

9.4 For each awarding country, amount of stipend in relation to cost-of-living data (page 23); administrative costs (page 24).

9.5 In all countries, data on distribution of annual reports, activities and expenditures on publicity brochures, advertising (page 25, page 27).

10 Implementation should involve close coordination with Plan administrators in both nominating and awarding countries, including a series of regional training workshops on data gathering and recording, once the formats for the Triennial Report have been determined. The need for a regular data gathering process, not postponed until the end of each triennium, must be emphasized and supported by all Plan administrators.

THE COMMONWEALTH SCHOLARS' DATABASE

11 The Commonwealth Scholars' Database should be implemented to manage data on individual scholars and to track them during their subsequent careers, in order to provide data for assessing the long term impact of the Plan and its success in meeting its goals and objectives.

12 In order to ensure that data on scholars in all countries is maintained uniformly and consistently over time, the database should be maintained centrally, with cooperation from awarding and nominating countries, and encouragement of CSFP alumni to keep the database administrators informed of changes in their status. Resources, both for the one-time cost of set up and, subsequently, the annual cost of maintaining the data base, should be identified.

13 Implementation should begin with entry of data gathered through the Tracer Study, and include available information on scholars obtaining awards subsequent to the Tracer Study. Thereafter, new entries should be made each year based on data provided by awarding countries at the point each award is taken up and subsequently updated.

14 The recommendations from the 3TYR regarding CSFP Alumni should be given serious consideration relative to their potential to provide incentives for Alumni to keep the database administrators informed of their whereabouts and of any change in their status.

15 Legal advice should be sought prior to implementation of the database about issues relating to confidentiality and access to data.

APPENDIX 1. TERMS OF REFERENCE

The Commonwealth Scholarship and Fellowship Plan was established at an Commonwealth Education Conference in 1959. Its objectives were and remain to provide awards to men and women of high intellectual promise who could be expected to make a significant contribution to life in their own countries on their return from study overseas. Annual reports allow both sending and receiving countries to assess the overall impact of the Plan. As it begins its fourth decade of service to the Commonwealth, the format of the annual reports requires up-dating.

1. The consultant is required to prepare a report as recommended in the CSFP Third Ten-Year Review Committee Report (paras 75-76) analyzing the type of data presently contained in CSFP annual reports, assessing what additional data should be included and establishing performance indicators for use in evaluating the Plan's achievements.

2. The consultant will:

(i) draw on available documents including
- past annual CSFP reports
- reports of CSFP review committees
- Conference of Commonwealth Education Ministers reports
- reports of the Commonwealth Standing Committee on Student Mobility
- reports of meetings of CSFP administrators
- the CSFP Handbook and Manual for Administrators;

(ii) consult with key CSFP administering agencies involved in both sending and receiving scholars;

(iii) consult with the CSFP reporting agencies, namely, the Association of Commonwealth Universities and the Education Department of the Commonwealth Secretariat;

(iv) consult with other international scholarship agencies;

(v) consult on a selective basis as needed direct with individuals knowledgable about the CSFP.

3. On the basis of collected information, the consultant will:

(i) analyze the type of data presently being collected for the CSFP annual report;

(ii) assess what data might be deleted and what further useful data could be gathered for the annual report;

(iii) prepare an evaluation framework for the Plan consisting of a matrix of performance indicators which could be used to assess the efficiency and effectiveness with which the Plan is meeting its objectives.

4. The consultant will submit a draft report of between 5 000 and 10 000 words, plus appended descriptive and analytical material, outlining his findings and recommendations, in word-processed form (WordPerfect 6.0) in both hard copy (three copies) and on diskette, by 15 June 1994 at the latest. The consultant will return a final draft within two weeks of receipt of the comments of the Education department.

5. The consultant will report to the Head, Higher Education Department, Human Resource Development Division.

APPENDIX 2. BIBLIOGRAPHY

A. CSFP Documents Published by the Commonwealth Secretariat:

CSFP Annual Reports:

32nd: For the period ending 31 March 1992
31st: For the period ending 31 March 1991
30th: For the period ending 31 March 1990
29th: For the period ending 31 March 1989
28th: For the period ending 31 March 1988

CSFP: Report of the Third Ten Year Review Committee: London 18-21 May 1993

CSFP: Report of the Second Ten Year Review Committee, London, 2 - 5 March 1982

CSFP: Ten Year Review, June 1974

Papers related to the Third Ten Year Review:

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"Statistical Briefing Paper" by Steven Thompson

"Briefing Paper" by John W Berry

CSFP: Administrative Handbook. Sixth Edition (1991)

Desk Manual for Commonwealth Scholarship Administrators. Second Edition (1992)

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CSFP: Tracer Study (Final Report) January 1989

CSFP: Improving the Take-up of Awards. (By E. E. Temple) 1987

B. OTHER DOCUMENTS PUBLISHED BY THE COMMONWEALTH SECRETARIAT

COMSEC Education Programme: Annual Report 1992-93

CSCSMHEC 7th Report: Favourable Fees for Commonwealth Students: The Final Frustration, June 1992

Student Mobility in the Commonwealth: Academic Interchange & Institution-Building. Report of a Workshop Held at the National University of Singapore, April 7-10, 1992.

Report of the First Commonwealth Education Conference, H.M.S.O. 1959

C. Other Documents:

Association of Commonwealth Universities: Commonwealth Universities Yearbook 1991., Appendix II: Commonwealth Scholarship & Fellowship Plan, Pp.2757-2759.

APPENDIX 3: LIST OF ORGANIZATIONS CONSULTED

The Association of Commonwealth Universities

Australian International Development Assistance Bureau

The Canadian Bureau for International Education

The Commonwealth Secretariat (Education Department)

Dept. of Foreign Affairs & International Trade (Canada)

The Foundation for Educational Exchange Between Canada and the USA (Fulbright Program)

Overseas Development Administration (Britain)

APPENDIX 4: LIST OF ACRONYMS AND ABBREVIATIONS

ACU	Association of Commonwealth Universities
AIDAB	Australian International Development Assistance Bureau
BFS	Board of Foreign Scholarships (Fulbright Program)
CHESS	Commonwealth Higher Education Support Scheme
CFTC	Commonwealth Fund for Technical Cooperation
CHOGM	Commonwealth Heads of Government Meeting
COMSEC	Commonwealth Secretariat
CSCSMHEC	Commonwealth Standing Committee on Student Mobility and Higher Education Cooperation
CSFP	Commonwealth Scholarship & Fellowship Plan ("the Plan")
CUSAC	Commonwealth Universities' Study Abroad Consortium
DEET	Department of Employment, Education and Training (Australia)
FAIT	Department of Foreign Affairs & International Trade, Canada
HRD	Human resources development
ODA	Overseas Development Administration, Britain
3TYR	Third Ten Year Review of the CSFP

APPENDIX 5: SUGGESTED CONTENT FOR THE ANNUAL REPORT

INTRODUCTION

OVERVIEW

NARRATIVE REPORT FOR THE YEAR

This would include:
- Tables or graphs displaying the scope and size of the Plan: How many scholars, where they come from, where they are studying, what they are studying.
- Significant new developments
- Highlights of accomplishments or distinctions achieved by former award holders.

LIST OF COMMONWEALTH SCHOLARSHIPS, THEIR EMOLUMENTS AND CONDITIONS OF AWARD (Abbreviated version of Appendix IV of the current Annual Report)

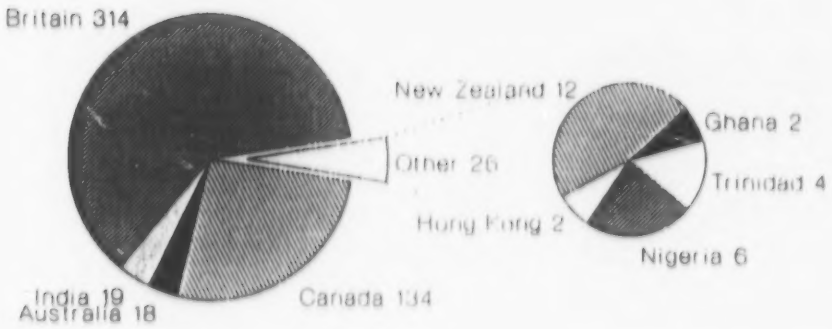
LIST OF COMMONWEALTH FELLOWSHIPS, AND OTHER SENIOR AWARDS (Abbreviated version of Appendix V of the current Annual Report)

LIST OF COMMONWEALTH SCHOLARSHIP AGENCIES (Appendix VI of the current Annual Report)

[The possibility of an introductory message from a senior Commonwealth leader should also be explored].

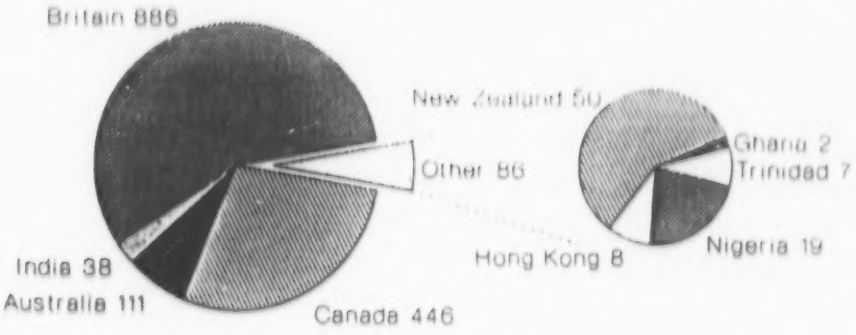
The following two pages present examples of the type of graphical display that might be used in an annual report. They are intended purely as examples of the type of displays which might be considered. As the graphical design of the Annual Report is developed, optimal use of graphics to present data for the Plan in a clear visual form should be explored.

Take up of Awards: 1991-92
Number in each Awarding Country



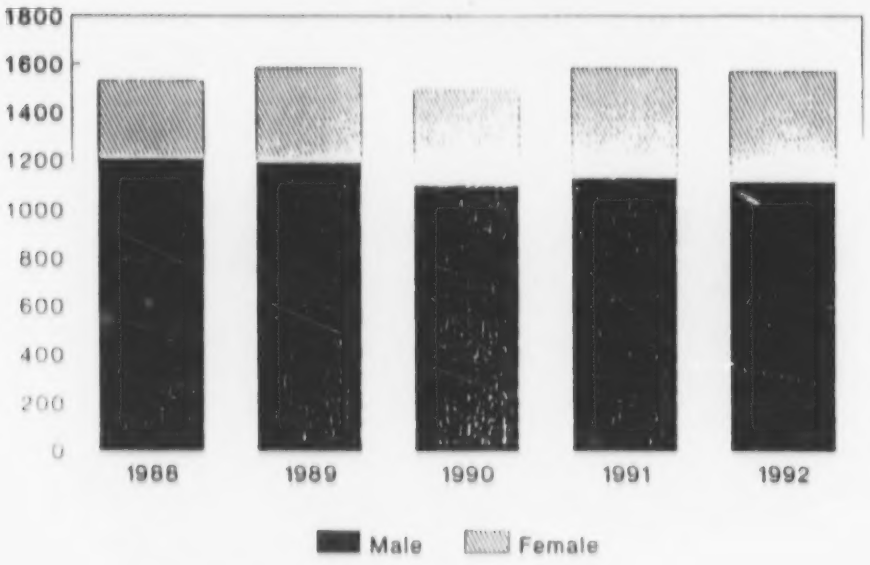
Total of 611 Awards Taken Up

Awards Held: 1991-92
Number in each Awarding Country

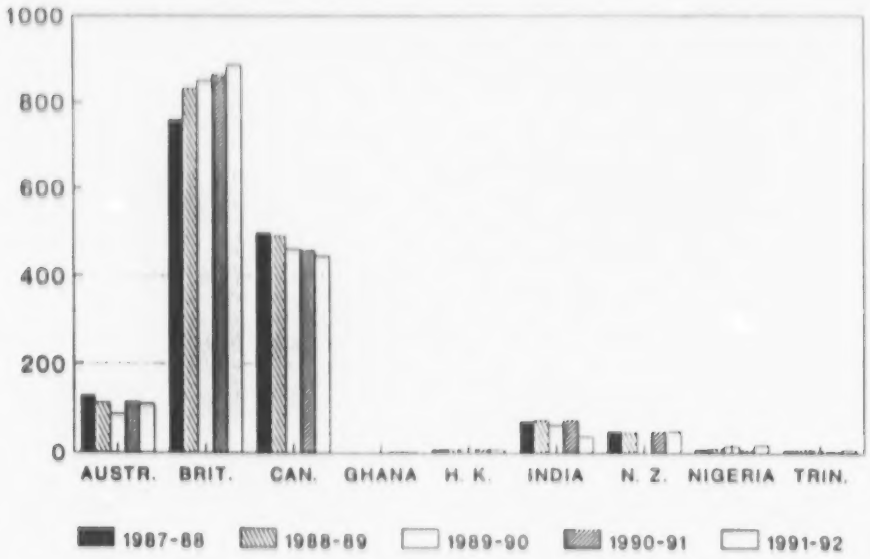


Total of 1567 Awards Held

TOTAL AWARDS HELD EACH YEAR
(DISAGGREGATED BY GENDER)



TOTAL AWARDS HELD EACH YEAR
BY AWARDING COUNTRY



APPENDIX 6: SUGGESTED CONTENT FOR THE TRIENNIAL REPORT

EXECUTIVE SUMMARY

INTRODUCTION

OVERVIEW OF THE PAST TRIENNIUM: NEW INITIATIVES, TRENDS AND CHALLENGES

INDIVIDUAL COUNTRY REPORTS (As data accumulates in the Scholars' Database, countries might use this information to comment on the longer term impact and results of the Plan in their country.

TABLES: Tables as in Annual Reports (Appendix 5), amended as noted in the Evaluation Framework, plus the following:

Time series: Number of awarding countries.

Time series: Number of awards, Gender and age disaggregated as follows:
- in each awarding country
- by scholars from each nominating country

(age disaggregation should be in five year bands).

Three year data on number of awards taken up, gender and level of study disaggregated
- in each awarding country
- by scholars from each nominating country

Three year data on the number of awards taken up, gender and subject category disaggregated
- in each awarding country
- by scholars from each nominating country

Average length of award, by country, level, and subject; gender disaggregated

Number of awards completed, by country, disaggregated into categories such as: number successfully completing their program, number

withdrawing for academic reasons, number withdrawing for non-academic reasons.

Percentage of successful completions in relation to the total of awards finished during the triennium,for each level

- in each awarding country
- by scholars from each nominating country

Number of awards not taken up (absolute numbers and percentage) for each year of the triennium in each awarding country. Where appropriate, data should be disaggregated by nominating country.

ADMINISTRATIVE ISSUES: Identification of any developments or problems related to the processing of awards, and issues of efficient management of the Plan. Matters relating to processing times and scheduling. Financial matters such as the amount of stipends in relation to cost-of-living data, administrative costs. Publicity and public awareness of the Plan, distribution of Annual Reports.

GLOSSARY OF TERMS (Appendix VII of the Current Annual Report)

APPENDIX 7: SUGGESTED DATA FIELDS FOR A CSFP ALUMNI DATABASE

Awarding Country
Nominating Country
Name of Scholar
Date of Birth
Gender
Current Address
Telephone
FAX, TELEX, E-MAIL, etc.

Date Award Taken Up
Institution at which Award Held
Subject Studied
Date Award Ended
Status at end of Award (e.g. Degree completed, . .)
Date of return to own country as a permanent resident

Employment History (This would begin with employment following the award and then include any subsequent changes in employment. For each job of activity the database should record:

- Employer
- Country in which employment or activity occurred
- Nature of employment

Honours, Distinctions
Fields of current specialization

Additional fields could be added to meet the purposes of an alumni association, newsletter, etc.

APPENDIX 8: DISPOSITION OF CONTENTS OF CURRENT ANNUAL REPORT.

Current Annual Report	New Annual Report	Triennial Report	CSFP Scholars' Database
Introduction	Yes, with revised content	Yes, with revised content.	
Overview	Yes, with revised content	Yes, with revised content.	
Administration of the CSFP (Country Reports)		Yes, with modifications reflecting a three year reporting cycle.	
Table 1: Nominations Invited by Awarding Country		Yes	
Table 2: Applications Received in the Nominating Countries		Yes	
Table 3: Nominations made to Awarding Countries.		Yes	
Table 4. Scholarships Taken up in Awarding Countries.	Summary data	Yes	
Table 5. Scholarships held in Awarding Countries.	Summary data	Yes	
Table 6a. Age and Gender of Current Award Holders, by awarding country.		Yes, with age disaggregation into 5-year bands, and gender disaggregation of each band.	
Table 6b. Age and Gender of Current Award Holders, by nominating country.		Yes, with age disaggregation into 5-year bands, and gender disaggregation of each band.	
Table 7a. Analysis of level of study of Current Award Holders, by Awarding Country.		Yes	

Current Annual Report	New Annual Report	Triennial Report	CSFP Scholars' Database
Table 7b. Analysis of level of study of Current Award Holders, by Nominating Country.		Yes	
Table 8a. Analysis of subject of study of Current Award Holders, by Awarding Country.		Yes, with refinement of subject categories.	
Table 8b. Analysis of subject of study of Current Award Holders, by Nominating Country.		Yes, with refinement of subject categories.	
Table 9. Five Year summary of awards taken up, by Awarding Country.	Summarize in Graphical Form.	Yes. Emphasize time series change rather than five year totals.	
Table 10. Five year summary of awards held, by Awarding Country.	Summarize in Graphical Form.	Yes. Emphasize time series change rather than five year totals.	
Table 11. Commonwealth Fellowships Held in the Awarding Countries.	Totals only.	Yes	
Table 12. Five year summary of the number of Fellowships held in the Awarding Countries.	Totals only	Yes	
Appendix II. Register of Commonwealth Scholars who have taken up Awards during the Year.			Yes
Appendix III. Register of Fellows who have taken up Awards during the Year.			Yes

Current Annual Report	New Annual Report	Triennial Report	CSFP Scholars' Database
Appendix IV. List of Commonwealth Scholarships, Their Emoluments, and Conditions of Award.	Summary listing only. Detailed terms of each award would be maintained as a separate list by the secretariat as an addendum to the Administrative Handbook for distribution as required.		
Appendix V. List of Commonwealth Visiting Fellowships and other Senior Awards under the Plan.			
Appendix VI. List of Commonwealth Scholarship Agencies.	Yes	Yes	
Appendix VII. Glossary of Terms.	Yes	Yes	